

***Integrated Performance
Monitoring Report
Sustainability Report
Performance Period July 2003-September 2003***

October 2003

STATE OF HAWAII
Department of Education
Department of Health
Child and Adolescent Mental Health Division
Early Intervention Section

Integrated Performance Monitoring Report
Department of Education
Department of Health
July 2003–September 2003

Introduction

This is the fourth Quarterly Report submitted by the State of Hawaii pursuant to the September 10, 2002 court order in the Felix Consent Decree. It covers the first quarter of fiscal year 2004 (July 2003–September 2003). In addition, preliminary data regarding eight complexes conducting Internal Reviews during the month of October 2003 are presented. This report includes the most recent data available regarding the system, in accordance with agreements made at the March 7, 2003 Status Conference.

This report presents the information necessary to verify the maintenance of the infrastructure developed and procedures implemented to achieve substantial compliance with the Felix Consent Decree. Information contained in this quarterly report is consistent with the Sustainability Plan submitted to court and agreed upon in discussions with the Court Master and Court Monitor. It reflects the commitment of the Departments of Education and Health to the use of continuous performance monitoring to maintain and improve the delivery of educational and mental health services to those children and youth in need of such services to benefit from their educational opportunities.

The Departments are required to show evidence of the following:

“(133) A sustainable system of education for children with special needs must include the following four components:

(134) The system must continue to hire and retain qualified teachers and other therapeutic personnel necessary to educate and serve children consistently

(135) The system must be able to continue to purchase the necessary services to provide for the treatment of children appropriate to the individual needs of the child.

(136) The system must be able to monitor itself through a continuous quality management process. The process must detect performance problems at local schools, family guidance centers, and local service provider agencies. Management must demonstrate that it is able to synthesize the information regarding system performance and results achieved for students that are derived from the process and use the findings to make ongoing improvements and, when necessary, hold individuals accountable for poor performance.

(137) The system must be able to ensure teachers, therapists, and other support staff to continue their professional development and improve their skills and knowledge of effective educational and therapeutic methods and techniques.”

(Revised Felix Consent Decree, July 31, 2000, page 20)

On July 1, 2003 the State of Hawaii entered the second year of improvement and monitoring activities designed to maintain the necessary system infrastructure and performance to sustain substantial compliance with the Felix Consent Decree.

Summary of Overall Performance

In his Quarterly Status Report, August to November 2001, the Court Monitor identified three challenges faced by the Departments. “The most critical challenge for the departments....is to ensure that the resources that have been invested are maintained and supported to achieve stable and ongoing capacity to meet student’s educational and services needs” (page 3). A second challenge for both Departments is to demonstrate commitment and capacity to detect and correct areas of weak performance. To accomplish this the Departments must be able to demonstrate effective, timely and collaborative problem solving across a range of administrative and program issues. The Monitor further iterated in his Final Quarterly Status Report of April 2002, that “The work and effort to improve performance of the system to achieve the current level of compliance is only half the job. It is equally critical that the state demonstrate that it can sustain and continue to make improvements in the education and mental health services for children with special needs.”

In the first quarterly report submitted for August 2002-September 2002, the Departments asserted the following:

- Adequate numbers of qualified professionals adequately distributed to meet student needs,
- A comprehensive array of supports and services necessary to identify and provide individual specific supports and services,
- Adequate funding to implement necessary programs and maintain infrastructure and capacity, and
- Information management systems to assist administrators at all levels identify and respond to system performance issues.

During this past quarter, the departments have continued to maintain stable numbers of qualified teachers, central office positions that maintain system infrastructure, care coordinators and increased numbers of School-Based Behavioral Health (SBBH) professionals. In spite of the initial fiscal constraints due to poor economic forecasts, the departments dedicated sufficient funding to continue implementing necessary programs and infrastructure to meet student support and service needs. There continues to be improvements in, and reliance on, the use of data management systems to inform program improvement activities and resource distribution. The Departments have further refined the extensive system for statewide performance management and quality assurance practices.

When gauging maintenance or improvement in system infrastructure and performance it is important to examine the progress that has been made since the inception of the Felix-driven system improvements. As described in last quarter’s report, improvement since the first year of Felix implementation is clearly evidenced in the data. Service Testing in the 1995-96 school year found only 53% of elementary school-aged youth doing well in child status, and only 29% of those over age 13 with acceptable child status. In that same year, the system was performing acceptably well for only 38% of pre-school children, 29% of elementary-aged students, and 19% of youth over age 13. This contrasts to results over the past year where the system performed acceptably for 91% (539) of the youth reviewed in the Continued Integrated Monitoring and Improvement Process. Furthermore, child status was acceptable for a full 94% of the youth. This is compelling

evidence that not only is the system of services performing consistently and dependably for these youth but that the vast majority of Felix-class youth are doing well across measures of child well-being. The State's forward movement in building quality management and continuous improvements systems has resulted in a wide-scale focus on effective practices and positive results for youth served.

During this first quarter of the school and fiscal year, the Departments continued to provide supports and services to students in need of such services in accordance with applicable Federal and State laws, rules, and regulations and Federal Court Orders. The following are specific planned and targeted responses to particular individual or system concerns:

- During this quarter, needed refinements to the Internal Review process identified through the first year of implementation, were instituted and will commence with reviews in October,
- A quality assurance process that spans from student to State-level management is systematized and institutionalized,
- Coordinated state and complex action plans were developed and implemented to improve performance in key targeted areas, and
- In depth studies were conducted by the State-level Quality Assurance Committee to further guide program development and refinement.

Recent Events

Eight (8) complexes conducted Internal Reviews during the month of October 2003. These complexes either did not score 85% in System Performance or above on their previous internal review, SY 02-03, or conducted an Internal Review for the first time. Both Waianae and Lanai are in the category of conducting their first Internal Review following Service Testing conducted by the Monitor's Office. The Departments scheduled these reviews early in the Internal Review cycle because of their importance in demonstrating sustainability. The initial results are displayed below in Table 1. As seen, the preliminary results show that all complexes scored at an acceptable level of System Performance, indicating that corrective actions have effectively addressed issues impacting performance identified last year, and that Waianae and Lanai have successfully transitioned from external service testing to continuous integrated monitoring processes.

Table 1: Initial Internal Review Results for October Complexes

Complex	System Performance	Child Status
Central Kauai	100%	100%
Farrington	100%	100%
Hilo/Laupahoehoe	94%	89%
Nanakuli	92%	83%
Kahuku	100%	100%
Lanai	100%	100%
Pahoa	92%	85%
Waianae	86%	91%

System Response

These recent scores demonstrate the Departments are committed to assuring that adequate manpower, service capacities and infrastructure supports are in place; they are equally committed to the ongoing examination of issues in order to achieve a self-sustaining service system in the years ahead. The continued demonstration of sustainability of results and strengthening of the service delivery system depends upon the Departments addressing a number of fundamental areas. Briefly outlined below are the areas and their impact on the system. Long-term attention to these areas is important to not only demonstrate the commitment to achieve full compliance, but to continue to sustain efforts once compliance has been achieved.

Leadership and Accountability

Persistent focused monitoring and evaluation of system performance and procedural efficacy has proven instrumental in achieving the Federal Court's recognition of "substantial compliance" and the improving performance during the "sustainability phase." The commitment to results-oriented activities based on a broad understanding of pertinent statutes, policies, and initiatives demonstrates the need to continually clarify roles, responsibilities, and performance expectations for staff at all levels. Further support to institutionalize these behaviors will help assure that requisite management functions persist well beyond incumbent staff and are instrumental in their development and immediate implementation.

Qualified Personnel

The widespread consensus throughout the course of the Felix Consent Decree of the importance of qualified staff in providing timely effective appropriate educational and related services to students in need of such services continues to receive validation. Addressing the human resources development needs due to staff increases, turnover, and mobility in the area of procedures and practices requires considerable resources and coordination. Widespread capacity development to incorporate improved and integrated instructional and service delivery practices places even further resource and coordination demands on the Departments.

For youth with intensive mental health needs, a continued articulation of effective practices in case management and service delivery needs to receive continual attention in order to assure positive outcomes in the least restrictive environment. Effective service delivery mechanisms need to be assured in classrooms and schools as well as in work with families in the home and community setting. Because new personnel constantly enter the service delivery and teaching workforce at all levels and effective practices need consistent reinforcement, training needs to be seen as continuous versus a point in time endeavor.

Sustaining a Commitment to Quality Assurance

The distribution of guidelines to systematize a statewide system for quality assurance (QA) has sparked a renewed focus on assuring peer review and local level quality assurance systems. The guidelines were developed to assure consistent implementation in all areas, and to provide guidance regarding accountable QA practices. At the local level, primarily in District QA teams, there is evidence of growing but variable implementation.

The State-Level Quality Assurance Committee meets on a monthly basis and reviews statewide data including areas of focused inquiry. It examines trends and patterns including information gathered from submittal of minutes from local-level QA teams. Referrals made by the teams are also addressed. Minutes indicate that the teams would benefit from training and technical assistance as they move discussions from a singular focus on interagency issues, into a continuous quality review framework. Training needs have been identified in such areas as trending and analyzing performance data, and measuring progress for system interventions. Experience gained in building QA processes over the years has shown that building of interagency working agreements, as well as quality management knowledge and skills, are a developmental process. Leadership for maintaining statewide QA practices at all levels should continue as a core system commitment.

Since the inception of the Integrated Performance Monitoring Reports in February 2003, there has been steady progress in using data to inform improvements. Recommendations raised in early reports, such as the need for a statewide approach to QA, were systematically addressed in subsequent reports. However, because the core group of individuals monitoring performance is often the same as those implementing improvements, the accountability for these functions is concentrated among a few individuals. It will be necessary to broaden the pool of individuals committed to the core practices and values of system of care.

Youth Served in the Least Restrictive Environment

Continued vigilance by teams is necessary to assure youth are served in the least restrictive environment (LRE). Affording timely access and availability to services is paramount. Equally important is assuring that teams have the attitudes and skills needed to serve youth, wherever possible, in their home schools, homes, and communities. Consistent and strong peer review practices were designed to assure youth are reviewed on an ongoing basis, and to assist with team communication in evaluating youth needs for services and supports. Transition plans need to be in place for each child served in non-mainstreamed settings, particularly if they are in an out-of-home setting. As well, if more restrictive programs are necessary, barriers to access need to be identified and addressed. While it is understandable that tensions will arise in designing supports for youth, constant review and monitoring for each child needs to be a core system value.

Report Format

Following this brief introductory overview, the report format is as follows. The second section reports on the results of Internal Reviews conducted by the DOE and DOH during the quarter. Complexes and Family Guidance Centers conduct this evaluation of system performance through aggregated data and results of case-based reviews. Community members also participate in the reviews that continue to provide information for local service delivery improvements.

The third section reports presents information specific to the DOE. This section has two major sections: Infrastructure and Performance.

The fourth section contains information specific to the Department of Health (DOH). Within this section are reports from Child and Adolescent Mental Health Division and Early Intervention.

Within each of the sections, primarily in the summary, the Departments include their specific commitments to address issues that are identified. For issues related to Integrated Performance Monitoring, both Departments make the improvement commitments jointly.